

Child Welfare League of America

130 East Twenty-second Street, New York City

Bulletin

NEW SERIES, VOL. VI, No. 3

MARCH 15, 1927

Sidonie Matsner Gruenberg writes of "Money: Training Children In Its Use":

"The boys and girls who have had training in the use of money have usually had assistance toward self-reliance in other directions, and it all comes into use when they are being weaned from dependence upon the home.

Parents know that in the preparation for life in a complicated civilization children need guidance and training along many lines. Training in the use of money is no exception."

NATIONAL CONFERENCE OF SOCIAL WORK

The Fifty-fourth Annual Meeting of the National Conference of Social Work will be held at Des Moines, Iowa, May 11th-18th, 1927. Organized in twelve divisions—I. Children; II. Delinquents and Correction; III. Health; IV. The Family; V. Industrial and Economic Problems; VI. Neighborhood and Community Life; VII. Mental Hygiene; VIII. Organization of Social Forces; IX. Public Officials and Administration; X. The Immigrant; XI. Professional Standards and Education; XII. Educational Publicity—the program will cover a wide range of subjects in the promotion of human welfare. In addition, nearly thirty kindred groups will hold their annual meetings or conferences with programs offering discussions of particular interests and techniques in social work.

The Annual Meeting of the Child Welfare League of America and an interesting program will be held in Des Moines. The League's headquarters' hotel is the Hotel Savery, where reservations may be made. The full program will be published in the April BULLETIN.

Reduced railway fares are available and Des Moines has ample hotel facilities. An advance program with full information may be had from the General Secretary, National Conference of Social Work, 277 East Long Street, Columbus, Ohio.

INSTITUTION NEWS

At Carson College for Orphan Girls, Flourtown, Pennsylvania, cottage mothers are allowed one and one-half days of relief each week. By using only one day of each week's allowance cottage mothers may save up several half-day periods and enjoy a week-end vacation once a month. Progressive institutions increasingly recognize that their cottage mothers are the keys to successful institutional child training and that liberal relief provisions are followed by better work. Few institutions can measure up to the standards which prevail in the cottages at Carson College, where the cottage families range in size from seven to twelve children.

Upon invitation from the institutions Mr. Hopkirk, of the League's Department of Institutional Care, is now visiting most of the children's institutions supported by the Southern Presbyterian Church. The visits are for the purposes of serving the institutions and securing for the Board of Christian Education of the Presbyterian Church more comprehensive information on the various institutions.

Positions for many institution executives have been secured in the past through the Vocational Bureau of the American Association of Social Workers. On January 1, 1927, the work of this Bureau and of the Vocational Service of the National Organization for Public Health Nursing was taken over by a new organization, the Joint Vocational Service, 130 East 22d Street, New York City. Miss Lillian A. Quinn is Director of the new organization.

In order to improve their intake service the Brooklyn Home for Children and the Industrial School of Brooklyn, both located in Brooklyn, N. Y., have secured the services of Mrs. H. C. Young, who was formerly on the staff of the Department of Boarding Homes of the Children's Aid Society of New York City.

DESTRUCTIVENESS

DOUGLAS A. THOM, M. D.

Director, Division of Mental Hygiene, Department of Mental Diseases of the Commonwealth of Massachusetts

Rarely do we find a child who is wilfully and wantonly destructive. It is true that in the process of growing up children often manage to inflict what appears to be unnecessary damage, not only to their own possessions, but also to the environment in general. But the unhappy results of their activity are but incidental to the purpose and plan the child had in mind, and the act is not carried out with malice aforethought. Activity is fundamental with children. The normal child learns by imitating people and investigating things. To satisfy his curiosity is one of the essential strivings of the child's life. Without it there would be no urge for knowledge and no attempt to be informed.

During his early years the child has no sense of values; his little brown mug means more to him than the most costly piece of china. The oriental rug can in no way compete in interest with the highly colored linoleum on the kitchen floor; yet what a fuss is made when something is spilled in the living room, and what a calamity, if he happens to drop a piece of the family china!

The child's activity, although poorly coordinated and very uncertain at times, is not purposeless; there is a plan behind it and an end in view. As he pulls, twists, crosses, breaks, tears, cuts, and defaces it is seldom with the idea of being malicious. It simply happened, sometimes with intention, at times accidentally. He pulls at the table cover to help him get up from the floor, he twists the cat's tail because it results in noise and action, he cuts his stockings to demonstrate his ability to use the scissors, he crushes the flowers to show he is pleased with them, with chalk or pencil he has discovered he can leave his imprint on the wall or woodwork. This gives him a sense of power, which he has demonstrated, and from which he gets much enjoyment. It does not occur to him that all these newly acquired accomplishments are inflicting damage which is painful and annoying to grown-ups. He is surprised and usually sorry to find his actions have not met with approval. He is grieved by the reprimands he receives and feels keenly the injustice of his punishment. Necessary as it may be to protect the child from inflicting such damage habitually, it is often even more important that all the circumstances and conditions that led up to the unhappy event should be carefully investigated and taken into consideration when introducing methods for the purpose of preventing its recurrence. Much annoyance that parents have to experience from what we term destructive tendencies would be avoided if the child could have a corner of his own in which to play.

The surroundings in which the adult lives furnish too many alluring attractions for the child. The temptation to handle and explore are irresistible to many children, and the necessity of the parents to be constantly exploring the child to inhibit his activity, soon develops into chronic nagging, resulting in irritation, and often anger, on the part of the parent, and defiance and open rebellion on the part of the child. If the child has his own domain, whether it be a play-room or merely a corner where he can carry on unmolested, much of this friction is eliminated.

Destructive tendencies sometimes manifest themselves as a result of jealousy. They are usually momentary outbursts of anger and are easily recognized and managed by treating the jealousy.

One occasionally finds that destructiveness is the result of some deep-seated conflict of which the child, as well as the parents, are quite unaware. It often takes skill and ingenuity, as well as much time and patience, to unravel these twisted and distorted ideas, but in such cases nothing short of an intensive study of the situation yields results.

It should be kept in mind that much of the activity which is looked upon by the adult as being of the destructive type, to the child is essentially constructive, that is, it represents an effort on the part of the child to inform himself regarding the physical laws that have to do with the things with which he comes in contact. The child whose curiosity is not stimulated by the ticking of a watch, the ringing of an electric bell, the electric toaster, and all the mechanical devices with which he daily comes in contact, is very apt to be dull and uninteresting, although easily cared for.

In their efforts to determine how things are put together children often find it necessary to tear them apart. Children, of course, must be prevented from experimenting with things of value which can be easily damaged without giving the child more satisfaction than some cheap, inexpensive toy. The tendencies in children which are looked upon as being destructive may often be diverted along channels which will not be annoying to the parents if a little ingenuity is used in selecting their toys. It is always well to keep in mind that the type of toy that lends itself to being arranged and rearranged in various forms, such as blocks, built up and torn down, serves a very useful purpose in supplying an outlet for the child's constructive tendencies. Parents should not be too much disturbed if children, in the process of learning to construct, occasionally tear down. The tearing-down process is the means to an end. We must differentiate between the destructive tendencies that are incidental to the child's effort to satisfy his curiosity, and the destructiveness sometimes seen in children which serves no such purpose, but is

brought about by a careless indifference to the value of things. These tendencies are very apt to be observed in the child who is lavished with toys and amusements beyond any reasonable point of absorption.

So, frequently, we find parents in very humble circumstances showering the child with expensive, complicated mechanical toys, which serve no useful purpose. They afford no means of satisfying his curiosity or developing his initiative. They are the type of toy that winds up, and often this effort is made by the parents, while the child sits back idly watching the operation and taking no active part whatever. Such children turn restlessly and discontentedly from one toy to another, like a stomach that has been filled with injudicious although perhaps attractive food; the impressions of the child are dulled by the complexity of things.

There is quite as much danger in oversupplying the child with useless and uninteresting toys, which do nothing to stimulate his activity, as in leaving him to his own resources to devise ways and means of amusing himself.

In the selection of toys, as in everything else, there is what is termed "the happy medium." It should consist in furnishing the child with simple, well-made toys, which can be taken apart and put together without terminating their usefulness, and a place should be provided wherein he can operate and manipulate these toys without being constantly directed and inhibited by adults. In this way children will soon provide methods of amusing themselves and also acquire the necessary muscular coordination for manipulating more useful and practical implements later on.

MID-WEST REGIONAL CONFERENCE

The Bal Tabarin Room of the Hotel Sherman proved to be a very admirable location for the Regional Conference this year as it did last. The marionettes located in its walled niches reminded us by contrast of the fact that we were discussing the joys and sorrows of real human beings rather than of individuals that had been idealized.

Mr. Albert H. Stoneman, State Superintendent of the Michigan Children's Aid Society, made a strong plea for publicity work being based upon demonstration rather than mere advertising, and he urged that personal work on such a case work basis as would bring no harm to children be used for day by day contacts with donors and other constituents of our various communities.

Prof. Ellsworth Faries of the University of Chicago discussed the psychological approach to and the interpretation of human behavior. We were puzzled to begin with as to what he meant by the statement that culture of the people precedes the people in culture; but

were convinced that he knew very well what he was saying.

Miss Grace Abbott, Chief of the Federal Children's Bureau, discussed the importance of the intelligent application of civil service principles to public service in child welfare. The surprising statement was made by her that only ten states apply civil service in their social work.

No session was more valuable than the one conducted by Dr. Herman Adler and his staff of the Institute for Juvenile Research of Chicago. The child was not brought in, but the various reports in a thorough clinic analysis were presented and Dr. Adler led us finally through an appreciation of the real synthesis of the case. During the second day, two clinics were held, one on intake led by Miss Mason of the Cleveland Children's Bureau and another on an unmarried mother case by Miss Morlock, Director of the Training Course in Child Welfare of Western Reserve University. Four round tables held simultaneously took up the last afternoon.

About two hundred and fifty children's workers from the middle west were registered. The sessions were well attended and the conference was pronounced a success.
—C. C. C.

JANE ADDAMS ON PARENTS

Miss Addams sees parents (also, we suppose, foster parents and institutional personnel) as needing to concern themselves more than they do with the communities in which their children live, play, go to school and, in general, become acquainted with their fellows and the world. "Parents cannot hope to be omnipresent companions to their children," she writes in *Children—The Magazine for Parents*, March, 1927; "they must trust them to the moral standards of their communities." . . . "The passing of the frontier marked the passing of the time when the family circle was an entity in itself. Modern life, so diversified, is affected by a thousand influences. Automobiles, the radio, motion pictures, the steady speeding up of life, have had their effect upon the family circle until no home today can withdraw into itself and be independent of its surroundings." . . . "Regardless of home training, the average child breaks down under certain temptations, such as gambling machines near schoolhouses, the offers of junk dealers who buy stolen electric light bulbs and such other things as are easily filched. Children need more than home protection. Unintelligent solicitude on the part of parents, attempts at home protection in the midst of community corruption, will not safeguard the child." . . . "What children need is the protection of a community from which harmful influences and unfair temptations are removed, and this parents should work together to accomplish."

THE CHILD WELFARE LEAGUE OF AMERICA

President—MISS NEVA R. DEARDORFF, Philadelphia
Vice-President—ALBERT H. STONEMAN, Detroit
Secretary—MISS GEORGIA G. RALPH, New York
Treasurer—ALFRED F. WHITMAN, 41 Mt. Vernon St., Boston, Mass.
Executive Director—C. C. CARSTENS, New York

PROGRAM FOR CHURCH CONFERENCE ON CHILD CARE

The Conference on Church Work for Dependent and Neglected Children, in New York City, April 21, 22, will hold most of its sessions in the auditorium of the Russell Sage Foundation Building, 130 East 22d Street. As was announced in a previous issue of the BULLETIN, this conference will be under the joint auspices of the Federal Council of Churches and the Child Welfare League of America.

APRIL 21, 9:00-12:00

1. Invocation by the Honorary Chairman.
2. Significant Developments in Institutions Caring for Protestant Children in New York City.

Mrs. Martha P. Falconer, Executive Secretary, Federation of Agencies Caring for Protestants, New York.

3. Care of Children under Mothers' Assistance Plans.

- (a) A Review of Mothers' Assistance Development in the United States.

Miss Mary F. Bogue, State Supervisor, Mothers' Assistance Fund, Pennsylvania Department of Welfare.

- (b) A Church Orphanage Administers Mothers' Aid.

Rev. M. L. Kesler, General Manager, Thomasville Baptist Orphanage, Thomasville, North Carolina.

12:30 (Luncheon Meeting) Trends in Institutional Care of Children.

Chairman, Hastings H. Hart, Consultant on Delinquency and Penology, Russell Sage Foundation.

Speaker, Charles H. Johnson, Executive Director, New York State Board of Charities.

2:30-5:30 (Calvary Church, Fourth Avenue and 21st Street.)

1. Children Placed in Family Homes under Church Auspices.

Miss Frances Knight, Director, Methodist Children's Home Society, Detroit.

Rev. G. H. Bechtold, Executive Secretary, Board of Inner Missions, Evangelical Lutheran Ministerium of Pennsylvania.

2. The Experience of a Church Which Developed a New Child Welfare Policy.

Rev. George C. Enders, Dean, The Christian Divinity School, Defiance College, Defiance, Ohio.

APRIL 22, 9:00-12:00

1. Invocation by the Honorary Chairman.

2. The Adaptation of Wills and Bequests to Modern Child Welfare Needs.

John S. Bradway, Secretary, National Association of Legal Aid Associations.

3. The Value to Children's Institutions of a State Children's Bureau.

Miss Mary S. Labaree, Director, Bureau of Children, Pennsylvania Department of Welfare.

4. What Protestant Churches are Doing for Dependent and Neglected Children.

H. W. Hopkirk, Special Assistant for Study of Institutional Needs, Child Welfare League of America.

12:30 (Luncheon Meeting) Why the Federal Council of Churches and the Child Welfare League of America Cooperate.

Chairman, Rev. C. N. Lathrop, Executive Secretary, Department of Christian Social Service, National Council of the Protestant Episcopal Church.

1. The Child Welfare Problem as We Have Seen It.

Rev. Worth M. Tippy, Executive Secretary, Commission on the Church and Social Service, Federal Council of the Churches of Christ in America.

2. The Policy of the Child Welfare League of America.

C. C. Carstens, Executive Director, Child Welfare League of America.

2:30-5:30

1. Report of Committee on Resolutions.

2. Community Organization and Church Agencies. Allen T. Burns, Executive Director, American Association for Community Organization.

3. Essentials in the Program of a Church Institution for Children.

Miss Helen Day, Superintendent, Sheltering Arms, New York.

Rev. L. Ross Lynn, President, Thornwell Orphanage, Clinton, South Carolina.

In addition to the above speakers well-known church officials and social workers have agreed to lead discussions following several of the addresses. These include Rev. N. E. Davis, D.D., Corresponding Secretary, Board of Hospitals and Homes of the Methodist Episcopal Church, Chicago; Miss Katherine P. Hewins, General Secretary, Church Home Society, Boston; Miss Anita Peck, Superintendent, Sheltering Arms Maternity Home, Philadelphia; Miss Gladys Fisher, Director, Department of Child Welfare of Westchester County, White Plains, New York; Miss Dorothea P. Coe, Secretary for Church Institutions, Department of Christian Social Service, National Council of the Protestant Episcopal Church, New York; Mrs. Bettie R. Brown, Superintendent, Christian Orphans' Home, St. Louis; Mr. Henry W. Thurston, Chairman of the Child Welfare Committee of the Federal Council of Churches, will preside at the morning and afternoon sessions of the Conference.

For other information address the Secretary of the Conference, Mr. H. W. Hopkirk, Child Welfare League of America, 130 East 22d Street, New York City.

MORE HOPEFUL VIEW OF FEEBLE-MINDED

In the January, 1926, Mental Hygiene Bulletin Dr. George K. Pratt, Assistant to the Medical Director, National Committee of Mental Hygiene, writes interestingly on the "Changing Concepts of Feeble-mindedness" that have come about in recent years and are in contrast to some of the older popular notions derived from "forbidding charts that showed so convincingly the financial, health, and moral hazards arising from the mating of a defective girl with a Revolutionary soldier (Kallikaks), and filled us with helplessness at ever lightening the burden. As a result a tendency was displayed to accept the whole problem with a measure of that same resignation and philosophy that we reserve for such other inevitable phenomena as death, taxes, and the prevalence of poverty. And so the legend grew that *all* the feeble-minded inherited their defect, *all* were potential criminals, *all* were utterly unfitted for self-supporting community existence, and that *all* should be completely and permanently segregated in institutions."

Dr. Pratt redresses the balance in our thinking as he discusses the causes and prevalence of feeble-mindedness, the criminal tendencies and industrial possibilities of the feeble-minded and certain measures of treatment. The article is both too long to quote in full and should be read by those interested. Feeble-mindedness is now known to be caused by other factors than inheritance, once assumed to be the cause of practically all cases. Birth injuries, certain sicknesses, such as spinal meningitis, whooping-cough, "sleeping sickness" and similar infections, may retard or permanently injure brain development to an extent resulting in mental deficiency. In such cases there is no conclusive evidence to show that the danger of such cases passing their defect on to children is more than remote. This does not mean, of course, that such persons are therefore equipped to lead successful family lives. As one authority remarks: "I have yet to see the feeble-minded person either in the accidental group or the hereditary group who is capable of assuming the first responsibility toward his child, namely, that of providing an environment suitable for rearing a child." But children from such families in a different environment may succeed. Hence the need of knowing accurately the parental history and personality of children who come into agency and institution care if each child is to have his chance.

This is hopeful, but as regards numbers the case is not so encouraging. "It is now established, for example, that at least two per cent of the school-age children in any given community are intellectually subnormal. It has also been estimated by Fernald and others that Massachusetts, with a population of some three and a

half million persons, possesses at least 60,000 who are intellectually subnormal. Mental deficiency is found in many walks of life where heretofore it was not suspected because of the good adjustment to their environment of its possessors."

Yet of all these less than 10 per cent show any essentially vicious potentialities and these are almost wholly those who have been neglected, whereas training and supervision would probably have enabled them to lead sober and useful lives. This is often overlooked because of a small vicious group, "defective delinquents," whose spectacular careers (often played up by an unscrupulous press) unfairly stigmatize the entire group. A mental hygiene survey of New York jails and penitentiaries in 1924 showed only 7.6 per cent definitely mentally defective.

Opportunities for utilizing training are increasing as industrial plant processes are simplified. There is consequently additional hope of community adjustment for many, provided this is warranted by knowledge of the individual and the environment he enters and that supervision is adequate. Apprehension has been expressed that too general adoption of the idea of community care without understanding the necessity for careful safeguards and the serious problems involved, may work injury to many individuals and to the development of careful training programs followed by scientific after-care. This still seems to meet the need where it is being administered properly, as, for example, in Massachusetts, and with variations in New York, and confidence is justified in its further development.

Every agency and institution is from time to time forced to consider problems arising from feeble-mindedness. Dr. Pratt's and similar articles modify even the ideas of five and ten years ago and so give new leads on our problems.

REGIONAL CONFERENCES

Three of the Regional Conferences promoted by the League will be held in April:

The Western Regional Conference at Kansas City, Missouri, on April 6 and 7.

The New England Regional Conference at Boston on April 13 and 14.

The Mid-Atlantic Regional Conference at Richmond, Virginia, on April 28 and 29.

At each Conference topics will be presented and discussed that are of special interest to the localities included. The programs include various types of child care and are planned to allow full interchange of experience among those present. All social workers, board members and others interested are invited to all meetings.

REVIEW

The Federal Children's Bureau of the U. S. Department of Labor has just published "A Study of Maternity Homes in Minnesota and Pennsylvania." (Bureau Publication No. 167.) They were chosen for the study because of the marked contrast in the legal status of maternity homes in the two states. At the time the study was made there was no law in Pennsylvania requiring such homes to be licensed but they were supervised as child-caring institutions by the State Department of Welfare. In Minnesota the State Board of Control has, since 1919, had legal authority to license and inspect all maternity homes. The purpose of the study is said to be "twofold: (1) Analysis of work of the homes as agencies in establishing standards of prenatal, confinement, postnatal, and infant care; (2) evaluation of the social practices of the homes."

The study included thirty-five homes—eleven in Minnesota and twenty-four in Pennsylvania. It was necessary to adopt a rather arbitrary definition of a maternity home in order to limit the scope of the study so as not to include the large maternity hospitals. A maternity home was therefore defined as "any institution which cares for women during pregnancy, provides for their confinement care (whether within the home or at a confinement hospital), and after confinement cares for them and their infants for a varying period of time."

A summary of the findings in each state is given and also a detailed description of the work of each institution studied. One is gratified to learn that adequate confinement care is provided by the large majority of homes in both states, although they fall short in many other ways, such as providing adequate diet for expectant mothers and adequate provision for recreation.

The study seems to point quite clearly to the value of legislation providing for state regulation and supervision of maternity homes. In the matter of keeping the mother and baby together, establishing paternal responsibility and providing for the placement of babies in foster homes and for adoption, Minnesota seems to have a more complete program than that in Pennsylvania. In this connection the study concludes: "The medical and physical care given mothers and babies in maternity homes and the social provisions made for them after leaving the homes appeared to be much better in Minnesota than in Pennsylvania, although the homes in Minnesota failed to measure up in certain particulars to the accepted standards of care. The system of State licensing and supervision of maternity homes and the relation of the State University's medical school to them tend toward standardization of medical practices in the Minnesota institutions. Through the procedure and policies of the State Board of Control a baby of illegitimate birth is practically assured of three

months' nursing by his mother. This board endeavors also to keep such a baby permanently with his mother, to supervise and help her after she leaves the maternity home, and to obtain for the baby, if possible, his father's interest and support. These efforts by the board are contributing to improved physical care for both mothers and babies and a better social policy in dealing with them."

We are thus left with the impression that the Minnesota plan provides a complete program of care and supervision for the unmarried mother and her child. But is this borne out by the facts? The report tells us that only 67 of the 81 counties in the State of Minnesota at the time of the report had organized Child Welfare Boards, although legislation providing for their establishment was passed in 1917. Only 17 of these 67 county boards employed trained social workers. Yet we are told that: "The absence of technical training and of experience in modern methods of social service was, however, of less importance in the Minnesota maternity homes than in the Pennsylvania ones, because under the Minnesota system all unmarried mothers were reported to the State Board of Control when admitted to the homes and the *County Child Welfare Boards assumed responsibility for plans for the mothers and babies and provided necessary supervision after discharge from the homes.*" But in 14 counties there was no county board and in 64 counties no professional social worker was employed. The boards are composed of local people, and it is a reasonably safe assumption that 99% of them have never done any social case work. We question the competence of these entirely untrained volunteer workers to deal with one of the most difficult problems in case work—the adjustment of the unmarried mother to the community—which they are called on to do, when the girls are referred from maternity homes to the child welfare boards.

Case work with unmarried mothers is a skilled job, whether in the institution or after the girl leaves. I think it is time we stopped thinking that the social adjustment of the girl begins to be made only at the time she leaves the institution and that while in the institution all she needs is good physical care. We need highly trained workers throughout the entire handling of the case of an unmarried mother and no maternity home can expect to do efficient work without trained social case workers both in the institution and in charge of an after-care department. Such a department, whether maintained by the institution or by a cooperating society, should assure continuity of personnel in the handling of cases, and a more thorough understanding of the girl, gained by constant daily contact with her. This sympathetic relationship between worker and girl is not so readily secured and often not secured at all

when the girl is passed from one agency to another for care, supervision and adjustment.

In an appendix to this report appears a summary of minimum standards of medical and social care for the unmarried mother and her baby. These standards have been worked out through conferences called by the Children's Bureau. The report states that the care given in but two out of the thirty-five homes studied approximates or reaches these standards. Honors seem equally divided, as one of these homes is in Minnesota and the other in Pennsylvania. One can but hope that this study may act as a spur to the other thirty-three homes and to similar institutions in other states so that they will be impelled to bring their work up at least to the minimum standard which leaves much to be desired.

—Grace A. Reeder.

CHILD WELFARE NEWS

The Bureau of Children of the Department of Welfare of Pennsylvania can give you facts and figures regarding the location and function of 212 children's institutions, 17 maternity homes, 57 day nurseries and 71 child-caring societies.

Can advise with individual organizations regarding standards of service in their field and the development of their programs.

Can supply blanks for recording children's social and medical histories.

Can put you in touch with practical demonstrations of adequate equipment; health, recreational and educational programs; admission and discharge policies; and other phases of child-caring work.

Can give you information concerning the operation of the Juvenile Courts in the various counties of the State.

Can tell you about the facilities for the care of crippled children and advise with you about the establishment of crippled children's clinics and the necessary follow-up work connected with them.

Can advise you regarding the rules and regulations for those who wish to secure a license to board children under three years of age.

Can act as consultant in the development of child welfare programs for local communities, fraternal orders and church groups.

The Pennsylvania Bureau has little coercive authority under the law and only limited licensing power. Its services as listed above and its effect in the State are all the more noteworthy as they have developed in recent years.

A group of welfare agencies of Cincinnati and Hamilton County, Ohio, have recently come together in a federation called The Juvenile Protective League, the purpose of which is to promote better cooperation with one another and with other social agencies of the com-

munity. The organizations are the Juvenile Court, the Ohio Humane Society, the Catholic, Protestant, and Jewish Big Sisters and Big Brothers organizations, and the Newsboys' Protective Association. Among the specific objects of the League are the following: To study juvenile delinquency in the community and its causes; to become familiar with the organizations and activities of the community affecting the lives of children; to eliminate, when possible, factors contributing to delinquency, and if this is impossible, to regulate them properly or offer wholesome substitutes; to strengthen existing factors that make for normal childhood; and to supervise probation in the juvenile court.

The surveys of the Child Welfare League often reveal that several agencies may know or even be dealing with a family without being aware of one another's efforts—when the Confidential Exchange is not used. Westchester County agencies recently came to the same conclusion about their own work and have again taken the lead among organized counties by setting up a county Central Index to serve agencies of recognized standing in the County. In time certain very interesting conclusions should emerge as to chronic cases, transients within the County, the effectiveness of the agencies in remedying conditions promptly and adequate service to cover a County with the diversity of social conditions found in Westchester County.

ENCLOSURES

1. The County as a Unit for an Organized Program of Child Caring and Protective Work, by Emma O. Lundberg. Bureau Publication 169. This pamphlet brings up to date the general subject dealt with and supplements the Bureau's two previous publications on County work.

2. A Condensed Report of the 69th Annual Meeting of the Church Home Society of Boston. A single well-printed sheet, carrying a statement of the year's work and the Society's aims, sent to members who were not present at the Meeting.

BOOKS FOR YOUNG READERS

Under this title the Child Study Association of America, 509 West 121st Street, New York City, presents over five hundred titles of books selected for boys and girls between seven and twelve years of age, by Elsa H. Naumburg. Prof. Ernest R. Groves of Boston University contributes a foreword. The titles are arranged under topical paragraphs which indicate briefly to whom the following titles are likely to be of special interest and why. The selection has been carefully made and should be useful to agencies and institutions. The price is 35 cents.

INTER-CITY CONFERENCE ON ILLEGITIMACY BULLETIN

President: MR. JAMES E. EWERS, Cleveland, Ohio.
Vice-President: MRS. EDITH M. H. BAYLOR, Boston, Mass.
Secretary-Treasurer: MISS RUTH COLBY, St. Paul, Minn.

AN INTER-STATE CONFERENCE ON ILLEGITIMACY

GEORGE B. MANGOLD, PH.D.

Social Service Secretary of the Church Federation of St. Louis

St. Louis has for a long time been greatly concerned over the problem of illegitimacy. As is well known, a very large proportion of the unmarried mothers confined in our local institutions are not residents of our city. Our local vital statistics indicate that slightly more than sixty per cent of the cases of children born out of wedlock occur to mothers claiming to live in St. Louis. Nearly forty per cent come from other cities and towns and from rural sections. Many naturally come from Missouri communities and are therefore subject to the laws of this state, but about twenty per cent of all cases originate in other states. Frequently the pregnant girl is hurried away from her home town to the city, where in due time she receives such confinement care as the local philanthropic or commercial hospitals may provide. Any large city located near other states suffers from a disadvantage. In this respect St. Louis has an unfortunate location, and it receives a very large number of expectant mothers from Illinois and some from other states.

The problem of residence, therefore, constitutes a serious factor, since each case falls into one of three categories: residence in the city, residence outside of the city but in the home state, and residence in another state. Similar conditions may hold for the father, and if the legal residence of father and mother do not coincide then additional complexities arise. The social agencies therefore are inevitably confronted with such questions as the following: How can they obtain public aid from the community in which the mother holds a legal residence if that residence is in another state? How can the problem of paternal support be handled under similar conditions? How can parents and others who have moral responsibilities for the mother be made to participate in the rehabilitation process if long distances separate the woman from her legal residence?

The St. Louis Inter-city Conference on Illegitimacy has long pondered over this problem. Finally it decided to initiate cooperative relations between the St. Louis agencies dealing with illegitimacy and the Illinois societies doing similar work. Accordingly a committee was appointed to confer with representatives of the Illinois

Children's Home and Aid Society and the Child Welfare Division of the Illinois State Board of Public Welfare. An initial meeting was held in September, 1926. At this conference it was decided to experiment for a few months with a cooperative plan of work. The St. Louis agencies were to continue giving care to unmarried mothers and their babies and to communicate with the Illinois agencies so that the latter might assist in developing a program for the mother and child in cases of mothers returning to Illinois and expecting to remain there.

A second conference met in December, 1926, to discover what success had been attained. Cases involving cooperative effort were discussed by the conference to ascertain whether adequate cooperation had been attained, whether complete cooperation was impossible owing to the limitations that might be imposed by their respective states or cities upon the agencies themselves, and whether a permanent plan of cooperation could eventually be devised. It was discovered that much greater efficiency could be obtained through cooperative effort. It was decided that St. Louis hospitals should be requested to continue to give maternal care as formerly and that St. Louis agencies should also meet emergency needs. Illinois agencies were requested to make necessary investigations for cases that might remain in St. Louis and also to undertake the case work necessary for a girl and her baby that were expecting to return to Illinois. It was furthermore agreed that the Illinois agencies should work out the problem of institutional care for babies requiring this mode of treatment. It was found that a St. Louis institution was giving confinement care and later releasing babies to small commercial children's homes in Illinois, the mother remaining in St. Louis and paying for her baby who was being boarded in an Illinois home. When the mother ceased paying board, the child naturally became dependent and the burden of support then fell on the community in Illinois where the baby was located. The mother may never have been a resident of Illinois and in these cases Illinois should not have been compelled to undergo any financial or social obligation whatever. Methods of meeting this anomalous situation were also discussed.

Continued results and the cooperative plans that were begun will be presented and analyzed at a third conference and it is hoped that further steps in cooperation will be taken. The movement begun by the St. Louis Inter-city Conference on Illegitimacy must eventually result in practical plans for determining paternity and procuring paternal assistance and support. Nothing can be done at present if the mother leaves Illinois or Arkansas for St. Louis and remains here, or if a resident of St. Louis migrates to some other state, since no national legislation meets this problem.